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ABSTRACT

The Palm Beach County Library System is evaluated for its program to date and for its existing public library resources in the County. Population trends are examined and a realistic program for the development of library services over a six-year period is recommended. The estimated costs for implementation of these recommendations are outlined in a phased budget. (MF)

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A DEVELOPMENT PLAN FOR

THE PALM BEACH COUNTY LIBRARY SYSTEM

Report to:

PALM BEACH COUNTY LIBRARY ADVISORY BOARD

November 1969

C-71373

LI 002-678

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TRANSMITTAL MEMORANDUM

To: Palm Beach County Library Advisory Board

We are pleased to submit to you the final report of the Palm Beach County Library System, prepared by Arthur D. Little, Inc.

The field work for this study, including visits to libraries, interviews and questionnaires, was conducted during the period of April - September, 1969. The report was written in October, 1969 after an oral presentation made by two members of the case team to the Palm Beach County Library Advisory Board in late September, 1969.

A draft copy of the report was submitted in October, 1969 and a preliminary printed copy was submitted in early December, 1969 for your consideration. November, 1969 was the cut-off date for information used in this report.

Throughout the study we received the complete cooperation of the librarians in the member libraries, county officials, the Director and staff of the Palm Beach County Library System and the members of the Palm Beach County Library Advisory Board. We appreciate their contribution to this report, while recognizing that sole responsibility for the conclusions and recommendations rests with the case team.

Walter W. Curley

John Frank

Mary Heneghan

February, 1970

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SUMMARY

A. PURPOSE AND APPROACH

The Palm Beach County Library System, inaugurated in 1968, has asked Arthur D. Little, Inc. (ADL) to evaluate its program to date, examine population trends and existing public library resources in the County, and recommend a realistic program for the development of library service over six years. This report presents our findings and our recommendations for future development. We have estimated the costs of implementing our recommendations and have outlined a phased budget, assuming full implementation in five years, having considered 1969 as the first year of the six year program.

Our study of Palm Beach County and its libraries included the following:

- At least one visit to each of the seven member libraries of the Palm Beach County Library System.
- A visit to one nonmember library (Lake Worth).
- Submission of a questionnaire to all member libraries to determine attitudes toward, and expectations of, the System.
- Observations and staff interviews at the Headquarters Agency.
- A meeting with the Palm Beach County Library Advisory Board.
- Interviews with appropriate county officials.
- Examination of available statistics on the population of Palm Beach County and on the size, activities, and support levels of its libraries.

B. RECOMMENDATIONS

There are many recommendations in this report; the summary below outlines only the most important of them.

1. Structure of the Library System

We envisage the Palm Beach County Library System five years from now as a department within county government made up of the following components:

- A Headquarters Agency (See Section 2, below).
- Seven or more member libraries, all meeting recommended standards for System membership and all continuing to receive the current 15% grant from the System.
- Three community libraries, one of which is located in the Headquarters Agency.
- Communication links (telephone, telex, etc., as recommended) within the System and between the Headquarters Agency and major resource libraries in the State.
- A delivery network for interlibrary loan within the System.
- Two bookmobiles offering weekly service to areas within the Special Taxing District that do not have easy access to a member library and that are not ready for a community library.

2. The Headquarters Agency

We recommend relocation and expansion of the Headquarters Agency as follows:

- Relocation in newly built or rented quarters west of Military Trail by the spring of 1972.
- Provision of space for the following:
  - System staff and visiting consultants as described in this report.
  - A basic materials collection to service the community libraries and the bookmobiles and to supplement the resources of member libraries through interlibrary loan.
  - A community library oriented to local needs.
  - A Reference Center serving the entire System.
  - Garage facilities for two bookmobiles and a delivery vehicle plus parking for staff and users.

3. Membership Standards

Member libraries should provide their own basic collections and services, looking to the Headquarters Agency for supplementary material through

interlibrary loan, leadership and cooperation in countywide programs, and consultant assistance. All members should meet the following standards:

- After the publication of 1970 Census figures, a minimum per-capita support level of $2.50.
- At the same time, a minimum of 40 open hours per week.
- By January 1974, a professionally trained (fifth year library degree) librarian.
- Also by that date, a minimum of three volumes per capita.
- Immediate full participation in reciprocal borrowing and interlibrary loan.

Failure to meet standards should result, after one year, in a cut in funding from the System.

4. Community Libraries

Community libraries are supported by the System; their staff members are System staff, and their materials and facilities are furnished by the Headquarters Agency. In turn, they have the following responsibilities.

- To maintain close contact with the community, providing the services and obtaining the materials that community residents want.
- To give community residents full access to the larger library resources in the County through interlibrary loan and reference referral.

We have recommended that two community libraries be established in addition to the present one: in the Headquarters Agency and in a location to be determined, possibly the southern part of the County. As further needs for libraries are identified, we recommend establishment of community libraries rather than autonomous municipal libraries.

5. Bookmobile Service

Bookmobile service is also provided by the System; we have recommended two bookmobiles. The chief responsibilities of the Bookmobile Librarians should be as follows:

- To work out schedules, collections, and services experimentally in response to user needs.
- To provide access, through the bookmobile, to all the library resources in the County.

- To provide service of a very high quality, both to increase the number of library users and to encourage users to call for high standards of service.

- To provide the Headquarters Agency with information on use of the bookmobile that will help the System to identify new locations for community libraries.

6. Staffing and Salaries

We have outlined in this report the staffing required for the Headquarters Agency, community libraries, and bookmobiles, and we have recommended the salary scale stipulated in the ALA Minimum Standards. For the present, and until the System is in full operation, we recommend the salary levels stipulated for libraries serving a population of 50,000 - 99,999 to be the base for the Headquarters Agency staff.

7. Special Recommendations for Member Libraries

We have specific suggestions regarding four of the member libraries.

- Boca Raton, Delray Beach, and Belle Glade should have a WATS line connection with the Headquarters Agency.

- To compensate for its distance from the other libraries, Belle Glade should also have a teletype or telefacsimile connection with Headquarters and should explore with Belle Glade High School the possibility of cooperative development of library service.

- West Palm Beach should explore ways of using its extra space, possibly by trading part of it off for space in the western part of town, now more heavily residential than the area the library occupies.

I. DEMOGRAPHIC DESCRIPTION OF PALM BEACH COUNTY[1]

Palm Beach County covers 2230 square miles in the southern section of Florida, bounded by the Atlantic Ocean in the East, Martin County to the North, Broward County to the South, and Hendry County and a portion of Lake Okeechobee to the West. Palm Beach County has experienced a tremendous population increase in the period since 1920 when it reported a total population of 18,654. Population statistics are presented in the following table:

1920	18,654
1930	51,781
1940	79,989
1950	114,688
1955	152,229
1960	228,106

Once the 1970 Census figures become available it will be possible to discuss population trends in Palm Beach County with more confidence than is now possible; however, the County's Area Planning Board has estimated the 1965 population and has projected that population will more than double by 1990. The Area Planning Board figures are as follows:

1965	306,578
1970	372,000
1975	451,000
1980	544,000
1985	650,000
1990	765,000

This tremendous increase in population will require many changes in present services and the inauguration of many new services. There will be demands for more educational facilities; for hospitals, for water, gas, and electricity, for telephone and other means of communication, for new roads and better public transportation, and for better libraries and more library services.

In 1966 per-capita income in Palm Beach County was $2906 and the 1966 unemployment rate was 2.6%, the lowest rate in the period 1960-1968. The 1968 unemployment rate was 2.9%; the national rate in that year was 3.6%.

[1]Statistics in this chapter are from:

Area Planning Board Palm Beach County Maps and Charts, 1969.

The number of building permits issued increased from 1960 to 1968 as shown:

	Total	Single Family	Multi-Family
1960	4,257	3,426	831
1968	9,531	2,477	7,054

1963 was the last year when there were more single-family building permits than multifamily ones.

Of the projected population statistics the ones of most interest to us are those until 1980. The following table provides a breakdown of these figures for the four areas into which the County is divided:

	1965	1970	1975	1980
Area 1 (North Eastern)	59,000	76,000	98,000	125,000
Area 2 (East Central)	152,000	178,000	199,000	223,000
Area 3 (South Eastern)	60,000	83,000	113,000	147,000
Area 4 (West of the Sunshine State Parkway)	35,000	35,000	41,000	49,000

Although growth is projected for all areas, the greatest numerical growth is in Area 3, the area south of Lantana to the county line from the Atlantic Ocean to "Florida's Turnpike." Unfortunately, until the 1970 United States Census has been taken, area breakdowns of the population by age groups will not be available except on a limited scale. However, the great increase in the number of permits for multifamily dwelling units points to an increase in the number of older people and single people, rather than families with children.

Because of the current high interest rates on mortgages, the number of homes purchased by young married couples is expected to be lower than predicted. In the long run this is apt to have a real bearing on population projections for some localities. The change in attitude about birth control also is apt to have an effect on the growth of the population.

In recent years, more industry has come into Palm Beach County, including both new industry and relocation of plants from the North. The major manufacturing and processing activities are in the fields of aerospace and metal fabrication, marine and oceanography, construction and related products, electronics, and food and related products, notably sugar. In many cases these plants have attracted administrative or management people from other sections of the country. Many of these people, and their families, are accustomed to using public libraries and would like to continue to do so.

II. THE PALM BEACH COUNTY LIBRARY SYSTEM TO DATE

A. HISTORY

In June 1965, a public hearing was held in the West Palm Beach Public Library as the result of a request made by the League of Women Voters of West Palm Beach to the Board of County Commissioners. The League requested the establishment of a county library service program. As a result of the public hearing, the Commissioners agreed to appoint a fifteen-member Advisory Committee, with three appointees from each of the five County Commissioners Districts.

The Palm Beach County Library Advisory Committee was organized and officers elected in November 1965. The Committee was charged by the County Commissioners with the responsibility of determining whether or not there was a need for improved library service in the County and, if so, whether the County should do something about it. If it was decided that the County should become involved, the Committee was to decide what the County should do and how county library service should be financed.

In February 1967, after more than a year of concentrated work involving discussions with representatives of the Florida State Library, examination of other county library programs in operation, and an evaluation of existing library service in Palm Beach County, the Committee made a formal report to the Board of Commissioners. In this report, the Committee set forth the need for expanded services and identified methods of operation and financing.

As a result, a special act was passed by the Florida State Legislature in April 1967, giving the County permission to establish library service under the direction of a fifteen-member board to be appointed by the Board of County Commissioners. This act was never implemented and the Library was organized under Chapter 150 of the Florida Statutes which provided for County Free Public Libraries. A copy of this statute is reprinted as Appendix A.

During the summer of 1967, meetings were held with city commissions and library boards throughout the County to acquaint them with the proposal which had been made to the Board of County Commissioners and to determine how many libraries were interested in membership in a county-wide program of service. At least two members of the Advisory Committee were present at all these meetings to offer explanations and to answer questions. Minimum standards for membership had been set by the Committee. They included a per-capita library support level of $1.00, based on current operating costs and 1960 population figures, or 0.25 mill, whichever was smaller. The library had to be opened a minimum of 30 hours per week.

On September 19, 1967, the final report of the Advisory Committee was made to the Board of County Commissioners. This report stated that seven of the municipalities or library boards with libraries that met the agreed-upon minimum standards had indicated a willingness to join with the county effort.

The Board of County Commissioners decided to implement the recommendations of the Advisory Committee by taking the necessary steps to establish a Special Library Taxing District. Legal notice was published in the Palm Beach Post, September 21 and 28, 1967, of a public hearing to be held in the Court House September 29, 1967. At the public hearing the Special Taxing District was created as recommended by the Advisory Committee, composed of unincorporated areas and municipalities that do not support a library. The resolution creating the Special Taxing District is reprinted in Appendix B.

During April 1968, contracts were signed with the seven cities or libraries. They were as follows: Boca Raton, Delray Beach, West Palm Beach, Riviera Beach, Lake Park, North Palm Beach, and Belle Glade. A sample contract is included as Appendix C. The contracts preserve the autonomy of the member libraries. Each library agrees to open its doors without charge to all residents of other member communities and of areas covered by the Special Taxing District. In return for this service the member libraries receive each year 15% of the amount they spent the preceding year on operating expenditures. This 15% is not paid on any capital expenditures.

The first budget was adopted in September 1968, at which time Taxing District imposed a tax based on 0.221 millage. On October 1, the seven libraries began serving all the eligible county residents without charge, and on December 1, the first Director of the Palm Beach County Library System took office.

Two communities, Lake Worth and Boynton Beach, although they met minimum standards, did not choose to join the System. In several communities there are small libraries which do not meet the standards, and there are two subscription libraries which are not eligible. The residents of Lake Worth, Boynton Beach, and all communities with libraries which do not meet standards may use any of the member libraries by paying the customary non-resident fee charged by the member libraries. The residents of these communities are not a part of the Taxing District and do not pay the County Library Tax.

B. FINANCIAL SUPPORT

Total support for all public library service in Florida was $11,315,495 in 1968. Support by source was:

Local	$10,290,540	90.9%
State	214,154	1.9%
Federal	810,765	7.2%

The Palm Beach County Library System received the following:

Local (Special Taxing District)	210,311
Local (member libraries)	310,204
State	14,475
Federal	55,000
	589,990

This shows the total level of support received by the Headquarters Agency and the member libraries. It also shows that the percentage of library funds accounted for by local support was lower for Palm Beach County than for the state as a whole.

The resolution creating the Library Taxing District provides for a millage tax not to exceed 1 mill, although it is apt to be some time before this level of taxation is reached. Complication has been raised by the ruling which does not permit taxation by a county or municipality at more than 10 mills per dollar of total levied taxes. Appropriate action could be initiated to remove the library millage from the ten mill limit imposed by state law at the present time.

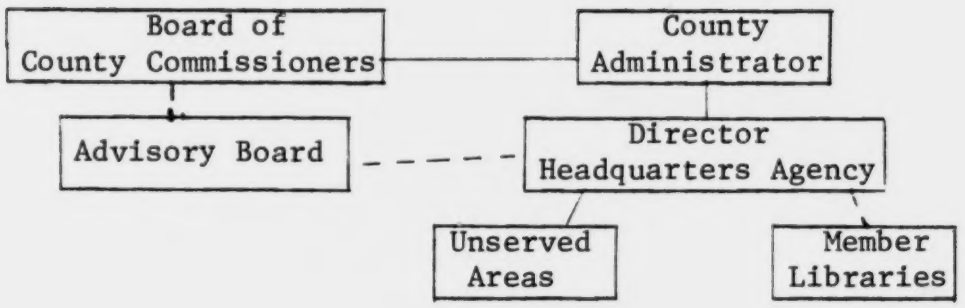
C. ORGANIZATION

The Palm Beach County Library System includes a Headquarters Agency responsible for providing library service to taxed but unserved areas and for coordinating a cooperative library program for the seven member libraries. These seven member libraries have retained their own boards of trustees as well as complete autonomy over their operations.

The System has an Advisory Board composed of fifteen members, three selected by each County Commissioner to represent his own district. Advisory Board members need not be residents of the taxed area or of municipalities with member libraries, but residents of a County Commissioner's district. The Board serves in an advisory capacity to the Board of County Commissioners.

The Director of the Palm Beach County Library System is a department head within the County governmental organization. The Director is responsible as a department head to the County Administrator but seeks the advice and counsel of the Advisory Board on major policy decisions, as well as their approval on such matters as budgets, and programs. The Director attends all meetings of the Advisory Board and keeps the Board informed of all current and proposed library activities which relate to the total program.

The Director has no authority to impose changes in the program, services, or collections of the member libraries. The staff at the Headquarters Agency can only act in an advisory or consultant capacity to the member libraries. Our interpretation of this organization of the Palm Beach County Library System is:



We believe the County Library System has just about completed its "shake-down cruise" and has developed a pattern of activity which will provide maximum service with minimal confusion in the delineation of responsibilities.

D. EVALUATION OF PROGRESS TO DATE

The Palm Beach County Library System has been in operation less than a year at this time. It has been even a shorter time since the Headquarters Agency was moved into the building it now occupies. With such limited operation time, it is not possible to evaluate success of the System. We do believe that developments in the past few months show many positive signs, but much remains to be accomplished in the months and years ahead.

Several members of the Arthur D. Little, Inc., (ADL) study team have spent time at the Headquarters Agency examining records, interviewing staff, and reviewing procedures. During the course of our study, a number of suggestions for saving time and increasing efficiency were made and incorporated into practice. We believe that a continuing check should be made on routines and records to make sure that the most efficient routines are followed and that only vital records or records which contribute to the development of a more efficient operation are maintained. Records should be simplified and duplicates kept only when required by law.

Also during the course of the study, and with the advice of ADL staff members, an insurance program for the Headquarters Agency and its material collections was prepared. Since we believe this program is already being implemented, we will not describe it in detail in this report. It is sufficient to note that the Director of the System recognized the need for insurance and insisted on a policy which was suitable for a library with its collection stored at several agencies.

More broadly, we have some general comments about the operation of the System. Major strides have been made with the establishment of the community library in Tequesta, the inauguration of bookmobile service and of delivery service to the member libraries, participation in the film circuit operated by the Florida State Library, and the development of a book collection for the Headquarters Agency. However, continued progress depends upon the right kind of collaboration between the Headquarters Agency and the member libraries.

The planning and implementation of county-wide services require professional direction and leadership. This leadership should come from the Headquarters Agency. The Headquarters Agency cannot supply all needed services, but it can be actively involved in developing a cooperative program, combining its own services with those of member libraries, community libraries and the bookmobile. Its staff should be aware of technological improvements and other changes in library service, be professionally and personally able to inspire others to work together, and should be aware of the needs of library service in served and unserved areas. Its leadership role must be an educational one applicable to all those interested in the future development of library service in Palm Beach County - trustees, librarians, Advisory Board Members, County Commissioners, County Officers, and residents of the County. The two responsibilities of the Headquarters Agency -- to develop library service in unserved areas and to work with member libraries in developing service -- are not mutually exclusive but should be interwoven to produce the best possible library service with full use of existing collections and facilities.

The Headquarters Agency is located in temporary quarters which must be vacated in the spring of 1972. In the next year, therefore, the System must develop to a point at which the space and facilities needed by the Headquarters Agency can be identified. We do not believe the Headquarters Agency should become a storage facility for its member libraries. It should be a vital component of library service in Palm Beach County, providing certain services, materials, and programs for which a single library does not have the funds or the staff. At the same time, the member libraries must expect to share with the Headquarters Agency, and with the library service units established for the unserved areas, certain materials and services which it is not feasible from either a service or financial viewpoint to duplicate. For example, the Headquarters Agency could fund the production of a series of booklists which could be used by all libraries, but the actual selection of titles, preparation of annotations, and art work could be the responsibility of a single library or a group of librarians.

Last spring, in an effort to upgrade the reference collections at the member libraries, each member library was allowed to select reference works which would be assigned to them on long term loan. Unfortunately, the libraries, in most instances, used this as a means to update their reference collection or to obtain basic reference tools. We believe subject collections for each member library should be identified and future long term loans of materials from the Headquarters Agency be part of a total program. In other words, we believe the basic reference collection, including the updating of annuals, encyclopedias and other such works is and remains the responsibility of the local community. We would support a program to develop subject collections or to provide a work in the County Library System which could not be purchased by a single library.

In connection with the sharing of responsibilities in the System, we believe that immediate attention should be given to staff attitudes at both the Headquarters Agency and the member libraries. No library is ever equipped to provide all materials, services, and programs that anyone might want. This is just as true of a system headquarters as it is of individual libraries. In order to be effective, library systems must be

truly cooperative endeavors, in which libraries and their staffs give as well as receive. Cooperative programs are two-way streets when they are successful.

It was evident to us that this basic premise was not fully understood by all librarians interviewed, either in the member libraries or at the Headquarters Agency. A county system does not mean that those activities which are time-consuming or require special staff or extensive space should become the responsibility of the Headquarters Agency. Nor, at the same time, does it imply that the Headquarters unit can ignore the needs of the member libraries. A pattern of activity must be developed and pieces fitted together by all parties working together to identify and meet needs.

As we have said, it is too soon to make a firm evaluation of the effectiveness of the Palm Beach County Library System. Yet, it is clear to us from our observation and interviews that future success depends greatly on acceptance by library boards and librarians at all levels of the need to cooperate in developing programs, services, and collections and to share those programs, services, and collections which are currently available.

III. MEMBER LIBRARIES

The seven libraries that have joined the Palm Beach County Library System are located in the following communities:

West Palm Beach
North Palm Beach
Lake Park
Riviera Beach
Delray Beach
Boca Raton
Belle Glade

Six of the member libraries are located in coastal communities; only Belle Glade is in the interior section of the county.

All seven libraries were visited at least once by a member of the ADL study team; annual reports, reference questions, and statistical material were studied and analyzed; and a brief questionnaire was answered by six of the seven libraries.

A. BRIEF DESCRIPTIONS OF MEMBER LIBRARIES

As there are only seven member libraries and each one has been visited, we are going to describe them individually.

1. West Palm Beach

The West Palm Beach Public Library is the largest of the member libraries and serves the largest population group. Since West Palm Beach is the center of county government and was also for many years the shopping center for the area, county residents are accustomed to look to West Palm Beach for many services. The present library building is situated near the downtown shopping area and has space for growth of both collection and services. Its principal disadvantage is lack of adequate parking facilities.

The movement of people away from the downtown area has dispersed the Library's customary users. There are now fewer people within walking distance of the Library; the people who do live in the immediate area are traditionally not library users, and the Library has not developed any programs to bring service to them. It is difficult for us to justify the building of branches,

given the amount of unused space in the present building. We would recommend rather that the West Palm Beach Public Library investigate the possibility of a trade-off of some of the existing space for space in other areas for branches.

We would strongly recommend against establishing branches in addition to present space unless the necessary financial support is made available. Support does not appear to have been strong in the past. The 1967-1968 budget was $129,967, substantially less than the $5.00 per capita considered to be a minimum level of support for good library service. To further extend library service without the necessary financial support would only detract from the present service.

Although as the largest library in the County, the West Palm Beach Public Library should theoretically exert some professional direction to the entire program, limited funds have prevented it from developing sufficient resources in staff, collection, or services to assume a leadership role. However, one thing it does have is extra space. It can make an important contribution to a county-wide program of service by making some of this space available for activities for the entire system so long as the space is not needed for a trade-off such as we have recommended above.

2. North Palm Beach

The North Palm Beach Library should be in its new building by the time this report is published. We visited both the present and new buildings. The present facilities are totally inadequate, but the new facilities should be more than sufficient for the projected collection and services. The new building is located in a municipal complex which includes the town hall and a school. The library will be on the second floor with the ground floor to be used for group meetings, story hours, and the like, until demand reaches the point for extended library facilities. There is an elevator between floors.

The community of North Palm Beach is growing because of new industry in the area and new housing. The present library has not been able to meet the demands placed on it. The new building will produce improved service only if there is a corresponding increase in support. We are hopeful that this support will be forthcoming, since the community has worked for the new building and appears to be interested in the development of a strong library program.

3. Lake Park

Lake Park has less population growth potential than any of the other member communities. The population has already extended to the western boundary, and only if the community changed over completely to multifamily instead of single-family housing could a substantial increase in population take place.

The Lake Park Public Library was dedicated and opened in the spring of 1969. A simple one-story building, it provides the basic facilities of a community library. It lacks facilities for audiovisual equipment and materials but does have a capacity for more than double the present book collection.

4. Riviera Beach

The current population of Riviera Beach is approximately 22,000; the Public Library has an operating budget of $40,000. The library is small and overcrowded, but an exciting place because of the visual displays. The current building should be expanded or a new building built in order to provide the basic services which the community needs.

The potential increase in use of the Library is tremendous and would be still greater if the library were relocated to an area with pedestrian traffic and adequate parking facilities. Possible growth or expansion of services is severely limited by the lack of adequate space for relating collections, services, and people.

5. Delray Beach

Delray Beach is unique among the member libraries, as it is still a private library serving the public and receiving funds from the town. The building is adequate for the present and has been kept in good repair. There is strong community involvement in the library, extending from the strong support given to its lecture program during the season to the garden clubs which supply flowers throughout the year and individuals who have given articles of furniture or equipment when needed. Per capita circulation, per capita volume count, and per capita financial support are higher in Delray Beach than in any of the other member libraries.

The library is located near the downtown area, and -- as in most other communities -- the population is moving west. The patrons who walk to the library are people who live in the area or who come to the area to shop. Many farm workers and their families live in the western section of Delray Beach. Unfortunately, the school in the area has no library, and so most of their children are without library service. The library is interested in ways to bring service to them.

6. Boca Raton

The population projection shows the area around and including Boca Raton to be the fastest growing in the County. The Boca Raton Library is overcrowded to the point of being almost a fire hazard. It is an active library, but also a library which needs greater support if it is to meet the demands for good library service.

Florida Atlantic University is located in Boca Raton, but no noticeable influx of university students was reported at the Public Library. Florida Atlantic University was a pioneer in the development of automated library service. Although FAU has faced many problems, the public library believes it to be a relatively good library and uses FAU as resource for cataloging information.

7. Belle Glade

Belle Glade is a more rural community than the other communities which are members of the County Library System. The library occupies a relatively new building built entirely with local funds. The building provides space for more than double the present collection, as well as a small meeting room, facilities for serving refreshments, and work space. It is attractive, functional, and a real source of pride to the community.

Less than six months ago the Belle Glade High School Library was opened. This is an instructional media center containing not only printed materials but many of the standard audiovisual materials and the necessary equipment. It is equipped with television, small units for viewing slides, facilities for listening to tapes and records, and space for group study. Again, the collection of materials is small in relation to the potential capabilities of the room and the present demand.

As Belle Glade is geographically removed from the other member libraries, we recommend that the Belle Glade Public Library and the Belle Glade High School Library work together to provide a high level of library service to the community as a whole. This recommendation is discussed further in Chapter IV.

B. COLLECTIONS, STAFFING, AND SUPPORT

Table I summarizes pertinent statistics on collections, circulation, directors' salaries, and support levels for each of the seven libraries. The volume counts are not large in relation to the populations and the total collection is even smaller in terms of titles. Probably about 80% of the titles included are duplicated in one or more libraries. Therefore, only about 20% or less of the titles are unique to a single library. This has been found to be true in libraries throughout the

TABLE I

STATISTICS ON MEMBER LIBRARY COLLECTIONS,
CIRCULATION, AND SUPPORT LEVELS, 1967 - 1968

	Population[1]	Total Volumes	Per Capita Volumes[2]	Circulation	Per Capita Circulation[2]	Director's Salary	Local Support	Per Capita Local Support[2]
Belle Glade	14,635	13,580 (989 new)	0.92	20,764	1.41	$ 6,475	$16,315	1.11
Boca Raton	26,452	32,052 (4,615)	1.21	108,387	4.13	6,030	44,338	1.67
Delray Beach	18,318	31,094 (1,808)	1.69	114,486	6.24	7,572	66,179	3.60
Lake Park	7,005	9,924 (725)	1.41	25,262	3.60	2,600	6,620	0.95
Riviera Beach	21,307	20,411 (1,045)	0.95	60,809	2.85	8,500	36,088	1.69
Village of North Palm Beach	10,233	11,000 (1,500)	1.07	34,800	3.40	4,100	10,677	1.04
West Palm Beach	63,881	50,417 (5,144)	0.77	195,884	3.06	9,000	129,967	2.03

Source: Florida Library Directory, 1967-1968

[1] Estimated 1968 population.

[2] Statistics prepared from material in Florida Library Directory, 1967-1968.

country, since librarians tend to use the same sources as guides in book selection. However, it is more of a problem in Palm Beach County than in some areas. No one collection is large enough to contain a majority of the basic items plus the items which are considered either ephemeral or luxurious, and since most items are duplicated, other collections do not fill the gaps.

It should also be noted that the ALA Minimum Standards[1] calls for two to four volumes per capita. In Palm Beach County, the estimated 1968 population was 304,300, and the total volumes reported in the Florida Library Directory, 1967-1968,[2] amounted to 246,275. Thus, the County's libraries do not even have one book per capita. The members of the Palm Beach County Library System do slightly better; they show a combined total of 168,478 volumes with an estimated 1969 population of 161,881.

One way to increase the number of titles available, although it would have only a modest effect on the volume count, would be to establish one large basic collection somewhere in the system. Later in this report we recommend that such a collection be built at the Headquarters Agency and made available to all libraries and library patrons in the system.

The following professional positions are filled or vacant at each library:

	Professional Positions	
	Filled	Vacant
West Palm Beach	6	0
Delray Beach	1	0
Boca Raton	4-1/2	0
Riviera Beach	1	0
Belle Glade	1	0
North Palm Beach	0	1
Lake Park	1	0

Figures for the first four libraries are from the Florida Library Directory. Belle Glade, North Palm Beach, and Lake Park did not report in that document. Our visits showed a professional person at both Belle Glade and Lake Park and a professional position at North Palm Beach

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1. American Library Association, Minimum Standards for Public Library Systems, 1966, p. 42.
2. Florida Library Directory, 1967-1968, p. 17.

filled by an individual working for a library science degree. We were not able to identify whether or not positions reported by the individual libraries were listed as professional on the basis of activity or professional education.

The libraries in Palm Beach County Library System could benefit from the addition of professional librarians to individual libraries and to the System staff as well. However, the Florida Library Directory reports salaries that are too low to attract many people. Although salary increases have probably been made or will be made in 1969 in most of the member libraries, we do not feel they will be of sufficient size to make positions in the area competitive on a national level. For example, a starting salary of $8000 for a library school graduate without experience is not unusual today and is becoming more typical.

The Directors' salaries for the member libraries are reported in the Florida Library Directory (pp. 5-7). They can be checked by anyone who explores this publication, but let us point out that a range of $2600 to $9000 is not considered competitive for any one of the positions involved. Perhaps it is in this salary area that the limited development of Florida's public libraries is more apparent than in any other area which could be measured. We believe that individual boards of trustees must make a firm commitment to work for the establishment of a more adequate salary scale for all employees, but especially for the professional librarians. The Florida climate cannot be counted upon forever to attract and keep bright and capable young professionals.

There are special programs for adults and children in most of the member libraries. Unfortunately, however, the groups most in need of library service are not being reached. Not one of the member libraries at this time has a full-time children's librarian on the staff. There is no planned cooperative program with most of the school systems, because in many cases school libraries are in the developing stage and are not in a position to share their limited resources. Many black children have to be educated to use the library because their parents are products of an era when black people were not free to use the public library. Without exception, all the librarians we talked with were interested in programs for the disadvantaged and programs to provide service to all segments of the community.

Individual libraries have staff members with special abilities and qualifications that cannot be duplicated in every library. Some of these talents should be put to use for the entire System; for example, artistic talent could be used in preparing exhibits, posters, and attractive booklists, and subject knowledge could be used for developing booklists or activity programs. Other special abilities could be identified.

Local support for member libraries falls far short of the recommended standard of $5.00 per capita. Delray Beach comes closest with $3.61.

The other six are supported at approximately $2.00 or less per capita.

The Florida Library Directory reports on the 1968 expenditures for each of the member libraries.

West Palm Beach	$118,836
Delray Beach	58,711
Boca Raton	45,127
Riviera Beach	36,088
Belle Glade	15,140
North Palm Beach	10,673
Lake Park	6,058

These amounts are insufficient to support a high quality of service or even to fill major gaps in collections and staffing. The member libraries cannot expect the Headquarters Agency to supply basic materials and services; these must come out of local funds, and local support levels will have to be increased if the System is to operate successfully.

C. EXPECTATIONS FROM THE COUNTY SYSTEM

In order to determine the attitudes and needs of member libraries with regard to the Palm Beach County System, we distributed a brief questionnaire to the member libraries which requested opinions and suggestions rather than statistics. The questionnaire is shown as Appendix D. Six of the seven member libraries returned the questionnaire, and the results are summarized below.

The member libraries would like to have the Headquarters Agency prepare bibliographical tools such as a union list of periodicals; sponsor workshops on particular subjects or areas of service, not only for directors of member libraries but also for appropriate staff members; provide consulting services; and coordinate a public relations program. Little interest was shown in a Teletype (TWX) communications system or in a centralized processing operation sponsored by the Headquarters Agency. Librarians felt that the most important current services of the Headquarters Agency were the funding equal to 15% of the operating budget, delivery service, and the development of a union catalog. None of the respondents felt that telephone access to the Headquarters Agency was of vital importance. Two of the respondents did feel that the film service and the consulting service provided were of importance.

The responses suggested that librarians wanted services from the Headquarters Agency but did not on the whole think in terms of two-way cooperation. An aggressive program of activities is clearly needed to

involve member libraries more actively in the system. These activities should contribute to the overall development of library service in Palm Beach County. For example, the union catalog should be used to locate material for member libraries as well as for the bookmobile and for all community libraries which are established. Services cannot be developed for a single library; they must be suitable for a number of libraries or at least adaptable to the needs of other libraries.

One of the items which all member libraries should consider is the coordination of routines. If basic loan periods, overdue fines, and even forms for reserves and the like could be made uniform, coordination of activities would be substantially simplified. With the coordination of these activities, more centralized services could be developed.

The development of a union catalog and establishment of procedures for member libraries to borrow books on interlibrary loan should result in a major expansion of service to libraries and to their individual patrons. We believe that interlibrary loan among member libraries is essential and should be implemented as soon as possible.

IV. PROGRAM FOR THE FUTURE

This chapter presents our recommendations for the future development of the Palm Beach County Library System. Our estimates of the capital and operating costs required to implement these recommendations during the next five years are outlined in Chapter V.

We believe that the Library System should remain a department within county government rather than seeking separate commission status. The County Library Director should continue to report to the County Administrator, and the Advisory Board should advise the County Commissioners and pass on matters of policy, budget, and the like as presented by the Library Director. In any statewide plan for library service, the Palm Beach County Library System should be named the official agency to coordinate and administer participation by libraries in the County. All federal and state funds distributed by the Florida State Library to libraries in the System should be channeled through the Headquarters Agency.

The components of the Library System, as we see it, are a Headquarters Agency including a basic collection and a community library, seven or more member libraries, two or more additional community libraries, and a program of bookmobile service. After making recommendations for each component, this chapter goes on to present our overall recommendations for the System regarding staffing, the coordination of materials and services, and policy on membership.

A. HEADQUARTERS AGENCY

The activities of the Headquarters Agency are integral to that of the System as a whole. They are therefore discussed in detail later in the context of the total system. Here we simply wish to outline our suggestions for the relocation of the Headquarters Agency and the major activities that it should house.

The Headquarters Agency will need to relocate by the spring of 1972. Although we cannot recommend a specific location at this time, we recommend that a location be chosen west of Military Trail, preferably in the area adjacent to West Palm Beach or Lake Worth.

If funds can be obtained through a bond issue or other means, a new headquarters should be built. Otherwise, the System should try to rent space in a building renovated for the purpose. Our financial estimates

assume that space is rented.

The Headquarters Agency should house the following:

- The administrative staff of the System.
- A General Consultant and visiting consultants.
- A Reference Center.
- A basic collection, including both books and nonbook materials for use by member libraries, community libraries, and the bookmobiles.
- A community library designed to meet the needs and interests of local residents.

It should also provide garage space, or at least a parking area, for two bookmobiles and a delivery vehicle.

The above elements are described fully in the sections of this chapter on staffing, materials and resources, membership policy, and community libraries. We do not believe that the Headquarters Agency should offer centralized processing to member libraries. It should probably have its own collection (including materials for the bookmobiles and community libraries) processed commercially.

If possible, the Headquarters Agency should computerize its circulation control system, its union list of serials, and its shelf list and catalog. It should produce a book catalog at regular intervals. A separate Working Memorandum on computer application has been prepared for the Palm Beach County Library System.

B. MEMBER LIBRARIES

The member libraries in the communities of Belle Glade, Boca Raton, Delray Beach, Lake Park, North Palm Beach, Riviera Beach, and West Palm Beach are currently granted 15% of their operating expenditures for the previous fiscal year for participating in the County Library System. It should be understood that this grant is made to cover expenses incurred by participation in the System -- that is by making library collections and services available to all member libraries as well as to residents of the taxed unincorporated areas. Full reciprocal borrowing privileges and the active participation of each of the member libraries in the interlibrary loan program should be basic to the entire Palm Beach County Library System.

The members should be required to meet or exceed membership standards (see Section G of this chapter) in the years to come. Funds should be withheld from member libraries which do not meet standards; the amounts withheld should be based on a ratio to be established by the Advisory

Board in conjunction with representatives of the trustees from each of the member libraries. Once it is known that a member library is not meeting standards, the library should be allowed a year to come up to standard before any funds are withheld.

Later in this chapter we outline certain functions and activities which should be sponsored by the Headquarters Agency or cosponsored in cooperation with the member libraries. We believe that both the Headquarters Agency and the member libraries must explore ways of developing new programs of service which can be shared. Among the activities that lend themselves readily to coordination are the various routine procedures involved in library service. We recommend that the directors of the member libraries work with the Director of the Palm Beach County Library System on the establishment of some uniform procedures and routines.

This should not be difficult in such areas as nonresident fees, fines, circulating procedures, and the like. It will require changes at individual libraries in their operating procedures but should increase the overall effectiveness of the program. As the member libraries have been in operation longer than the Headquarters Agency, it may very well be easier and less time-consuming to adapt some of the Headquarters Agency routines to those of the majority of the participating libraries. There are other areas where cooperation is more difficult, such as the establishment of uniform personnel policies, countywide recruitment of personnel, centralized acquisition of materials, and even sharing of personnel with special talents or ability. It is our opinion that neither the Headquarters Agency nor the member libraries are ready for these at this time, but we would expect such cooperation to develop in the future.

Individual member libraries have certain needs which have to be considered but which cannot be solved by membership in the Palm Beach County Library System. These have been noted in Chapter III. They include the need for new or expanded libraries in Riviera Beach and Boca Raton, the need for geographic dispersal of service in West Palm Beach, and the need for more materials and increased financial support in all libraries.

Belle Glade has some special needs because of its physical distance from the other libraries. It will need more advanced communications contact with the Headquarters Agency and, indirectly, the other member libraries. Although increased delivery service to Belle Glade is not currently possible, teletype or telefacsimile, plus a WATS line, could provide Belle Glade Library users with improved access to information. We have already suggested in Chapter III that the Belle Glade Public Library work out a cooperative program with the Belle Glade High School, which has a new media center. We would recommend that with the approval of the Board of Trustees of the Belle Glade Public Library, the librarian be directed and encouraged to develop a cooperative program with the

high school librarian. We propose the following areas for consideration:

- Loaning of school materials to the public library during the Christmas and summer vacation periods, particularly materials that are on reading lists or are needed for special projects.

- Development of a joint list of new acquisitions to be available at both libraries.

- Participation by the public librarian as a resource person on the school curriculum development committees.

- Loaning of reference and audiovisual material by the public library to be used for class presentations by both teachers and students. Restrictions on loaning audiovisual materials to schools will have to be observed unless Belle Glade can finance audiovisual materials locally.

We would discourage the duplication of materials unless demand requires it. We suggest that a cooperative buying program be worked out, especially for periodicals, including those on microfilm. There are other possibilities for cooperation. The important thing is to provide the means for the two libraries to cooperate in the provision of library service to the whole community.

Since Palm Beach County has a county school system, a successful program in this community might well be initiated in other communities. We do not at present recommend a county-wide formal program of cooperation with the schools, but we do recommend that both the Headquarters Agency and the member libraries become more aware of areas of possible cooperation and work out individual short-term programs with the schools in their neighborhoods.

The member libraries have in their collections, staff, and programs, regardless of how limited these might appear, a major means of contributing to the Palm Beach County Library System. The Headquarters Agency should not attempt to duplicate all the titles currently in the member libraries. If all interlibrary loan requests are channeled through Headquarters Agency with adequate bibliographical tools, many can be filled without ever leaving the County. The development of the appropriate bibliographical tools should be a cooperative endeavor.

The Headquarters Agency is currently operating under many of the handicaps which the member libraries have lived with for a number of years -- lack of space, staff, materials, and funds to inaugurate an innovative program of service. The member libraries will have to continue to provide all of the basic services and look to the Headquarters Agency for special services, programs, and materials. Even these cannot all be developed and maintained by the Headquarters Agency alone. The member libraries must be active participants in the development and implementation of all aspects of county-wide library service.

C. COMMUNITY LIBRARIES

The Palm Beach County Library System has dual responsibilities for library service. First, it must develop an active program of services for present member libraries. Second, it must develop a program of service to areas currently without library service which are taxed for library service. At least two types of service can be developed. One is service from a bookmobile that covers the entire county, spending two or three hours at a single stop. This is discussed in the next section. Another type of service is the establishment of community libraries which, although small, are permanent library service agencies.

The door is wide open, we believe, to develop a program that is not traditional but that provides excellent library service. To allow for this, we have developed some basic standards for community libraries, based on the ALA Minimum Standards for 1966, as applicable to community or local public libraries.

According to the Minimum Standards, (p. 16) "A community library should be easily accessible to every user, connecting him with the total resources of his area, state and the nation." Easy accessibility varies depending upon the mode of transportation available, the age range of the potential users, and the location in relation to other activities and services. Basically, the library should be located in an area where people have other business or social activity. Shopping centers, streets with a great amount of pedestrian traffic, and places which provide free parking facilities have been the most successful locations.

Although it is not possible for us to identify exact locations, we foresee the development of at least two community libraries in the next five years in addition to the one now in existence. One of these should be located west of Military Trail in the new Headquarters Agency; the other should probably be somewhere in the southern part of the County. The population of Area 3, Section C, the southernmost section of the County, is expected to increase from 15,000 to 52,000 between 1965 and 1980. Present libraries are just not capable of serving such an increased population, nor are the communities equipped to support basic library service. Areas for still more community libraries can be identified as the population develops and demands for service become evident.

If a community library is established in the Headquarters Agency, it should be clearly understood that it operates in the same way as the other community libraries. That is, the professional headquarters staff would be available to assist but would not be responsible for covering schedules or participating in day-to-day operations. This library could be a demonstration project for interested communities to examine and a pilot library for new services, programs, and media.

Much has been learned in the process of establishing the Tri-Community

Library serving Jupiter, Tequesta, and Jupiter-Inlet-Colony and this experience will be invaluable in the long-term planning needed for the development of other community libraries. We recommend that at least a year be set aside to plan, organize, and equip the next community library. This might appear to be a long time, but we believe the investment in time will prove well worthwhile once the community library is in operation.

Both the Headquarters Agency and the community library have a responsibility to promote library service. The principle that "Every person whose community library participates in a system receives expanded service" should be too obvious to need restatement, but unfortunately this is not always the case. One reason is that library users often do not know what constitutes good library service and therefore do not insist upon it. The ALA Standards (p. 27-28) summarizes the services performed by a modern library as follows:

- Logical organization of materials for convenient use through shelf arrangement, classification and cataloging.
- Lending of materials so that they may be used in the location and at the time suited to each individual.
- Provision of information service designed to locate facts as needed.
- Guidance to individuals in the use of educational and recreational material.
- Assistance to civic, cultural and educational organizations in locating and using materials for program planning, projects, and the education of members.
- Stimulation of use and interpretation of materials through publicity, displays, reading lists, story hours, book talks, book and film discussion, and other appropriate means either in the library or in community organizations.

How many users and potential users understand what the modern public library should be? How many public libraries provide all of the above services with excellence or even competence? Only when people are continually made aware of what the public library can do for them will they demand good service, and use it.

In order to prepare for new demands and extend present services, certain activities should be considered basic operations of a long-term character. Perhaps the ALA Standards (p. 28-29) description of the community library as an integral part of the area it serves bears repeating:

- Communities differ as do people. A service institution such as the library must be closely related to its constituency, to the predominant interests of local people, to their beliefs and aspirations, and to their problems. The library must know of, and work with, the organized groups and established institutions which the people maintain. It must coordinate other sources of information and ideas, avoid unnecessary duplication and fill gaps in the intellectual resources available.

Special services, programs, materials, and groups to be served are identified in the Standards. The important thing to be remembered is that not all of these services, programs, and materials can be supplied by a single community library. They must be supplied cooperatively with other libraries in the area.

Each community library should arrange its hours so that it is open at least for a while every day Monday through Saturday. The library should be open at least one morning and two evenings every week. It is possible that some communities should have more morning than evening hours; this should be worked out on an individual basis. The book collection should not exceed 10,000 volumes in any one community library. It should be supplemented by other types of material, but audiovisual materials should be rotated among the libraries rather than held in permanent collections.

Each library should be staffed by a Community Librarian, plus the necessary clerical assistance. The Community Librarian should be a college graduate but need not be a library school graduate. We do not believe volunteers should be involved in the day-to-day operations of the library, but we do believe volunteers can contribute to the success of the library at many levels. For example, volunteers could help by serving as resources, by arranging for speakers or special programs, or by providing the art work for exhibits, book lists, and the like.

The Community Librarian and the full-time clerical assistants should be employees of the County. As such they should be entitled to the salary and benefits specified for their grade classification in the payment plan for all county employees.

The Palm Beach County Library System has the responsibility for providing professional assistance at all levels to the community libraries.

Specialists in children's services, community programs, reference service, public relations, and other appropriate areas should be available through the Headquarters Agency, although they will not all be members of its staff. This will necessitate an increase in staff at the County level, later in this Chapter. The Palm Beach County Library System has the responsibility for selecting, acquiring, cataloging, and processing the collections for the community libraries. These activities can be done at the Headquarters Agency or--preferably--can be provided through a commercial or centralized processing agency. The communities in which the libraries are located must accept certain responsibilities of their own. We envision these to include establishment of an advisory committee to work with the County System, assistance in locating a suitable site or building for the community library, and strong community support for the library, including an active Friends of the Library Group.

D. BOOKMOBILE SERVICE

Six of the seven member libraries of the Palm Beach County Library System are located in communities along the coast, yet the System is responsible for library service in an area which covers 2230 square miles. Population has shown a westward trend in the past few years, and many new communities have been established. Of these, few are large enough to support local municipal libraries; for the most part they should not be encouraged to establish separate municipal libraries.

Residents of these communities are taxed for library service, which is available to them at the member libraries of the System. At the same time, we believe some form of library service should be available at the local level. We support the inauguration of bookmobile service in the fall of 1969 in Palm Beach County. We further recommend the acquisition of a second bookmobile within the next two years in order to provide adequate service in the entire county.

A bookmobile cannot provide all the services of a large library, but it can provide basic library service. In many communities, the bookmobile has served to stimulate the demand for a community library and to create support for library service. The one thing which is vital to any bookmobile operation is quality service. Quality service requires a more than adequate book collection with at least three, and preferably four, replacement volumes for each volume on the bookmobile. It requires a high-quality staff with a service philosophy and a thorough knowledge of the community and the materials collection available.

We believe that each bookmobile should be staffed by a professional librarian, plus a driver/clerk and at least one additional clerk. All three should be on duty for all stops. All stops should be visited weekly, and the bookmobile should remain at each for at least two hours.

In order to serve as many people as possible, the bookmobile should stop at locations which are accessible to a large group of people at certain specified times. For example, shopping centers and centers of community activities have made good bookmobile stops in other communities. In the beginning, the bookmobile schedule will have to be modified to meet demand, and at all times bookmobile service should have a certain flexibility, both in schedule and in collections and programs, that is not available in a community library.

Quality bookmobile service extends beyond the collection, services, and personnel of the bookmobile to the larger collection and program of services at the Headquarters Agency. We envision a personal type of bookmobile service, in which all requests are valid and every effort is made to locate material that is not available on the bookmobile. For example, although the bookmobile cannot be equipped to provide other than the most basic reference service, any reference request should be accepted; unusual requests can be referred to the appropriate staff person at the Headquarters Agency, who will trace down the information. If the information is needed before the next bookmobile trip to the area, it should be telephoned or mailed to the patron.

On a one-week schedule of stops, it is unlikely that mail delivery would make any appreciable difference in the time it takes to fill a patron's request for a book or periodical. However, if two week stops were to be established at any location -- which we do not recommend -- then provision should be made for mailing materials to individuals.

Bookmobile service opens up a whole new concept of library service for individuals. In Palm Beach County it will give many individuals their first exposure to quality library service. The bookmobile is a visible service, it attracts attention from young and old, rich and poor. Its collection can reflect the interests and abilities of different groups in the community. Its services need not be traditional but can be experimental and innovative. Above all it must reflect a spirit of personal service and a quality which will set high standards for local libraries.

We have not identified specific stops for the bookmobile. We believe these should be established only after careful study of existing traffic patterns, numbers of individuals in a given area at a given time, and the availability of parking space for the bookmobile. We do not believe at the present time that stops should be established in competition with existing libraries. They should probably not be within the city limits of any member library. We recognize that several of the member libraries are not located in residential areas but in the downtown area with limited residential population within walking distance. However, our observations have convinced us that nearly everyone in the member library communities is within the ALA maximum of fifteen minutes' driving distance from the local library. The individuals who should receive first priority for bookmobile service are those who are taxed for library service but do not live in the member communities.

Many communities have found stops at schools to be quite successful, but we do not recommend school stops for Palm Beach County. We believe that with a county school system, school libraries or media centers should be meeting the basic curriculum-oriented requests of school children. Children should use the bookmobile for recreational reading, but we would like to encourage family use rather than use by just adults or just children. In this way the bookmobile will have a real impact on library use by all members of the community.

The inauguration of bookmobile service is a progressive and challenging step in the development of total library service in Palm Beach County.

E. STAFFING THE SYSTEM

Regardless of the level of financial support and the material resources available, no program can become operational without sufficient professional and clerical staff. This means not only sufficient in numbers but also sufficient or superior in ability and professional know-how. In order to recruit and maintain a staff of high caliber, it is necessary to provide both an interesting and rewarding professional experience and a salary which is commensurate with ability and responsibility.

The following chart shows recommended salary levels for professional librarians, using a starting salary of $7,500:

Population Served: 10,000 - 24,999

Salary

$ 7,500 Beginning
9,000 Librarian
11,250 Director

Population Served: 25,000 - 49,999

Salary

$ 7,500 Beginning
9,000 Librarian II
10,500 Librarian III
12,275 Director

Population Served: 50,000 - 99,999

Salary

$ 7,500 Beginning
9,000 Librarian II
10,500 Librarian III
12,275 Librarian IV
13,875 Assistant Director
16,500 Director

Population Served: 100,000 - 250,000

Salary

$ 7,500	Beginning
9,000	Librarian II
10,500	Librarian III
12,275	Librarian IV
13,875	Librarian V
16,500	Assistant Director
18,000	Director

This salary scale is based on the recommendations of the Addenda to the American Library Association Minimum Standards. It would probably be higher if we had used revised recommendations now under study. Whichever scale is used, the need is apparent for salary readjustments for professional librarians in the Palm Beach County Library System.

At full operation, the Palm Beach County Library System should be classed as a library serving a population of more than 100,000 and should meet that salary scale. For the present, we believe that the salary scale shown for a library serving 50,000 - 99,999 persons is more appropriate.

We project the following staff requirements for the Headquarters Agency, the bookmobiles, and the community libraries.

(1) Director of the Palm Beach County Library System

This individual should be charged with the overall administrative operation of the County System, should serve as liaison with the County Library Advisory Board, should be responsible for the recruitment of staff and the development of new services and materials collections, with the member libraries in developing and extending services collections. The Director is a department head in the County organization and as such is responsible to the County Administrator.

(2) Technical Services

The Technical Services Head should be a business manager responsible for overall business procedures in the County Library System, including the supervision of a typist or keypunch operator and two senior clerks, one for ordering of materials and the other for processing. We have not provided for a professional cataloging staff because we believe the Headquarters Agency should contract for cataloging and processing from some other agency. We also believe that the present ordering and processing operations could be simplified somewhat if all operations were carefully analyzed at the end of the year.

The Technical Services Head should be responsible for keeping the books, preparing invoices, approving vouchers, maintaining contact with the purchasing department, supervising of vehicles, and carrying out other business-related responsibilities as required.

(3) Reference Center

One professional and three clericals should be assigned to the Reference Center. The Reference Librarian should be responsible for the operation of the center, including interlibrary loan, coordination of delivery schedules, and communication networks, supervision of the center, and active participation in the development of bibliographical tools and consultant services for member libraries and other units of the Headquarters Agency. Three clericals may appear to be a fairly high level of clerical support for one professional librarian, but our experience in examining a number of county, regional, and state agencies indicates that too many professionals are spending their time on clerical or routine activities. We believe that this staffing pattern will ensure that the professional is involved with professional activities while supervising clerical or routine activities of others.

(4) Consultant Services

We recommend that one professional librarian serve as General Consultant. This person should have two clerical assistants. The General Consultant should work with member libraries as well as the community libraries, if needed. Our observations lead us to believe that the member libraries need consultant services in several areas. We would recommend that the General Consultant serve primarily as a materials consultant, particularly on the application of nonbook media, rather than as a consultant for services, such as children's, young adults', etc. In order to make expertise available to the various libraries, we recommend establishment of a program of workshops and visiting consultants, organized and supervised by the General Consultant. Materials lists, special programs, and the like should be coordinated by the General Consultant with the member libraries. The General Consultant should be able to represent the Headquarters Agency at trustees meetings of the member libraries and should be available to work with nonmember libraries seeking assistance in their efforts to improve service and to meet standards.

(5) Community Services

A professional librarian should be named to work with the bookmobile and the community library or libraries in expanding service, improving the collection, and planning programs. This librarian should be actively involved in selecting materials for the present units and for any new service units. Within the next year the Community Services Librarian should carefully study bookmobile service patterns in order to define areas which need more service and areas which could instead support community libraries.

(6) Bookmobile Service

There should be one professional librarian on the bookmobile when it is in operation, plus a driver/clerk and a clerk. To operate two bookmobiles it is necessary to have a staff of six on the bookmobiles, with at least

two others at the Headquarters Agency to work with the collection, to handle requests, and to substitute on the bookmobile in case of an emergency. It is necessary to have a backup driver; he could also serve as a backup driver on the delivery vehicle.

(7) Community Libraries

Each library should be staffed with one college graduate and the requisite clerical help. Again, we believe a ratio of two or three clerks per paraprofessional librarian is required. In the case of the community library located in the Headquarters Agency, additional assistance may be available from Headquarters Agency staff.

(8) Administrative Staff

Assisting the Director at the Headquarters Agency should be the following:

Secretary to the Director and Business Manager
Switchboard Operator
Junior Librarian to be used for special assignments
Full-time page or messenger

(9) Public Relations

We do not recommend that the Palm Beach County Library System employ a public relations counselor. We do believe that for special events, bond issues, and the like, the Palm Beach County Library System should contract for public relations assistance.

This is a very limited staff in comparison with those of many other regional and county library systems, but we believe it is sufficient to implement the program and to provide a high level of library service.

F. MATERIALS AND SERVICES

The Headquarters Agency should have both books and nonbook materials. We hesitate to stipulate a size for the collection at the Headquarters Agency or to identify the kinds and quantities of nonbook media which should be available. The Headquarters Agency should have four volumes for every one on the bookmobile, and about two volumes for every five in community libraries. Each community library should have a collection of at least 5000 volumes, so the Headquarters Agency should probably stock another 2000 for every community library that is added, to supplement the collection and provide replacements.

The reference and bibliographical collection at the Headquarters Agency should be sufficient to handle all but the most unusual or specialized inquiries. One or two commercial operations are currently under way to provide reference materials on microfiche; we believe the Palm Beach County Library System would be well advised to investigate carefully

this possibility for acquiring a reference collection. Business services such as Standard and Poor are available on magnetic tape and/or microform; these are of particular interest to many persons who have come to Palm Beach County as employees of the County's new industries as well as to retirees.

As none of the member libraries has a large collection of back runs of periodicals either in print or microform, the Headquarters Agency should begin to develop such a collection. These could be placed on deposit at a member library with the understanding they would be serviced for the entire System.

Earlier we commented on the special reference deposit collections which were made this year. We do not recommend that collections of this type be provided in the future. Instead we recommend that the Director and the librarians of the member libraries work out a program of subject specialization, in which individual libraries will be responsible for in-depth collections in given subjects. Any money available should be used to build these collections with titles that the library could not ordinarily purchase. For example, the library responsible for philosophy might receive Encyclopedia of Philosophy on indefinite loan.

Films, filmstrips, slides, art reproductions, records, and other media should all be available through the Library System. Not every library can have all media, but the Headquarters Agency must carefully examine the media available and decide which should be at the Headquarters Agency and which are more appropriately the province of the community or municipal library. The Headquarters Agency currently belongs to the Florida State Library's Film Circuit. Although this has served to meet needs for the past few months, we believe that as the demand for films grows, the Headquarters Agency should begin to purchase some films of its own. Art reproductions and records can probably be served more successfully on the local level unless the Headquarters Agency were to develop a large enough collection to allow for deposit collections on indefinite loan. Rather than building collections in these areas we believe the Headquarters Agency should concentrate on providing innovative materials. Paperbacks, large print books, and high-interest, low-vocabulary titles should be available. Each of the member libraries should have basic collections in these areas, and the Headquarters Agency must be capable of supplying these to the community libraries and bookmobiles.

The Headquarters Agency should be the center for all interlibrary loan in Palm Beach County. In order to be an effective operation, the Headquarters Agency will need a good communication system, perhaps a teletype network, with the Florida State Library and other special libraries. Bibliographic tools such as union catalogs of books, periodicals, newspapers, and other materials will have to be developed and maintained. The cooperation of both member libraries and the academic libraries in Palm Beach County will be required to develop and maintain these bibliographic tools.

A delivery service is already in operation and should be continued. A WATS line should be installed at the Headquarters Agency and made available to Boca Raton, Delray Beach, and Belle Glade as soon as possible. All these libraries are in toll districts, and we believe that a WATS line for their use is a necessity to develop an active liaison between them and the Headquarters Agency. As we have indicated, Belle Glade should have additional communication links to compensate for its geographical distance from the other libraries.

In the job descriptions for various staff members at the Headquarters Agency, we have outlined certain services which should be available from the Headquarters Agency. Two of these services deserve further comment.

The Reference Center should serve as the central reference service for the County. The Reference Center should be responsible for developing a coordinated reference program, maintaining and updating a reference collection, disseminating information about new reference titles, locating of "fugitive" information in reference works, and sharing reference techniques. Individual libraries should be able to refer unanswered questions to the Center. The Center would be responsible for further searching in its own collection and in other collections.

One of the activities that we have recommended for the General Consultant is to conduct a series of workshops and programs with visiting specialists. We believe that these workshops or institutes should be carefully planned, with experts as the leaders or participants. When we use the term "experts", we do not necessarily mean "names" in the professions, but we do mean individuals who can apply previous experience and present it in such a manner that will really benefit the people attending. We recommend that topics for workshops and institutes be selected after consultation with the member libraries.

During the past year, except for the summer, the directors of the member libraries have met once a month with the County Library System Director. These meetings could serve as real learning experiences for all concerned if they were planned around a particular topic instead of being devoted to discussion of various miscellaneous items. We could see great value in programs on budget preparation, personnel administration, or periodical selections; other subjects should become evident in the months to come. Participation by county or municipal officials in appropriate fields would be beneficial.

This educational program of workshops or institutes need not be limited to librarians. It should be extended to include trustees, school administrators, appropriate county officials, and other segments of the community. A major educational program will have to be undertaken in order to inform the taxpayers about the County Library System and its services, collections, programs, and needs.

In line with this educational program, public relations counsel should be obtained on a contract basis. The actual preparation of public relations materials can in most cases be handled by the Library System; items like newspaper releases can be prepared by the Headquarters Agency, while items such as book lists and display exhibits should usually be cooperatively prepared by the Headquarters Agency and the member libraries. It is of vital importance that the Palm Beach County Library System be a visible activity.

G. MEMBERSHIP POLICY

The present standards qualifying a library for membership in the System -- $1.00 per capita on 1960 census, with the library opened a minimum of 30 hours per week -- should remain in effect until the publication of 1970 census figures. At that time we recommend per-capita support of $2.00 and a minimum of 40 hours a week. Each of the member libraries should be required to have a professionally trained librarian (5th year library degree from ALA accredited institution) by January 1, 1974.

By January 1974, we recommend the development of minimum collection standards so that each of the member libraries will have not only a per-capita support level but also a per-capita volume count of at least three volumes.

The effectiveness of the cooperation between member libraries and the Headquarters Agency will be an important factor in determining standards for other materials, although we recommend that all libraries have periodicals, paperbacks, records, framed art reproductions and -- where appropriate -- large-print editions of books, newspapers, and periodicals, and high-interest low-vocabulary material. Equipment such as copiers, microform reader/printers, projectors, record players, typewriters, and telephones should be required at all member libraries.

Nonmember libraries should not become members unless they show evidence that they will be able to meet these standards by January 1974. We visited only one nonmember library (Lake Worth) which currently meets standards. We were not encouraged to visit other nonmember libraries, nor did we distribute questionnaires, and we are therefore not qualified to discuss them in detail. Our observation, based on comments by other librarians, analysis of basic statistical material available in reports, and background information about the County, leads us to believe that few of the nonmember libraries have any real interest in joining the County Library System.

The County Library System will have to enforce standards so that its financial and staff assistance to members is not totally absorbed by basic services which the members ought to be providing for themselves. We do not recommend that the Palm Beach County Library System actively recruit any new members at the present time. It is possible that one

or two of the nonmember libraries which do not meet standards may at some time in the future become interested in being community libraries of the County Library System. However, we do not believe a decision about this should be made until locations for community libraries are identified at the end of five years. If at that time an existing library appeared to be in a suitable location and is interested, the County Library System should have the authority to investigate merger and implement the decision if it is favorable.

H. CONCLUSION

We have described a basic program of activity for the Palm Beach County Library System for the next five years. The major components of this plan are the Headquarters Agency, the member libraries, the community libraries, and the bookmobiles. We believe that the County Library System can be a success, and we have pointed out some needs that should be met in order to realize its potential. Many of these are tangible needs such as staff, materials, buildings, and funds, but intangibles such as a real commitment to cooperation in the System are equally important.

V. PROPOSED BUDGET FOR THE PALM BEACH COUNTY LIBRARY SYSTEM

This chapter presents estimates by Arthur D. Little, Inc. (ADL) of the costs of developing and operating the Palm Beach County Library System. It is based on the recommendations in ADL's report, A Development Plan for the Palm Beach County Library System and assumes these recommendations to be fully implemented within five years of receipt of report. It covers all those costs that are met by the System; that is, the costs of the Headquarters Agency, community libraries, bookmobile service, and grants to member libraries.

The memorandum is in three parts: the first itemizes operating costs for the fifth year, the second lists capital expenditures needed to achieve full operation in the fifth year, and the third suggests a plan for phasing in capital and operating costs over the five years. All estimates are based on the 1969 dollar value.

I. FIFTH-YEAR OPERATING BUDGET (1974)

Excluding fringe benefits and assuming all salaries to be at the starting levels given in Section A, below, we estimate minimum fifth-year operating costs as follows:

• Staff	$223,000
• Materials	150,000
• Equipment and Buildings	79,500
• Other	144,500
Total	$597,000

A. STAFF

	Minimum Salary	Maximum Salary	Minimum Salary in Fifth Year
1 Director	$16,500	($18,500)	$16,500
4 Department Heads	11,000	(14,500)	44,000
2 Senior Librarians	9,000	(11,800)	18,000
1 Junior Librarian	7,500	(9,300)	7,500
3 Para-Professionals	6,000	(8,100)	18,000
6 Senior Clerks	6,000		36,000
1 Secretary	6,000		6,000
1 Switchboard Operator	4,500		4,500
10 Clerks	4,500		45,000
4 Drivers	5,000		20,000
1 Maintenance Man	4,500		4,500
1 Page			3,000
Total Staff: 35			$223,000

All professionals are listed at first step; the figures in parentheses denote the top salary for each position. Since different individuals will have been with the system for different lengths of time, some salaries will undoubtedly exceed the amounts assumed in these totals. The salary schedule for professionals is what we believe should exist. We tend to accept clerical salaries at their current levels as a basis to which increments can be added.

B. MATERIALS

Books for two bookmobiles, and the Central Community Library. (Assumes a 60,000-volume collection with a 25% replacement factor; 15,000 volumes added annually @ $6.00/volume)	$90,000
Books for two community libraries (5,000 volumes/yr @ $6.00/volume)	30,000
Books, microfilm, etc., for the Reference Dept.	20,000
Books and other resources for the consultant	10,000
Total Materials	$150,000

C. EQUIPMENT AND BUILDINGS

These figures assume buildings are all rented. If the County were to provide them through a bond issue, the first two items below would disappear from the budget.

Building rent (12,000 sq ft of floor space for the Headquarters Agency and Central Community Library, @ $3.00/sq ft)		$ 36,000
Rent for two Community Libraries (Total, 6,000 sq ft)		18,000
Bookmobiles (Two vehicles, amortized at $3,000/yr each for 10 years		6,000
Services:		
Building supplies	$1,500	
Utilities	3,500	
Telephone	5,000	10,000
Delivery vehicle (Amortized @ $1000/yr for 3 yrs)		1,000
Maintenance vehicles		1,500
Miscellaneous equipment		4,000
Miscellaneous, including insurance		3,000
Total Cost		$79,500

D. OTHER EXPENSES

Vehicles (75,000 miles/yr at 6¢/mile)	$ 4,500
Travel - Staff (10¢/mile)	1,000
Conventions and professional development	2,000
General supplies	7,500
Postage	3,000
Public relations	5,000
Computer and printing services	20,000
Consultants and workshops	5,000
Grants to member libraries (Assuming their aggregate budget is $500,000)	75,000
Centralized processing	20,000
Miscellaneous	1,500
	$144,500

II. CAPITAL BUDGET

Total capital expenditures for full operation are listed below. These expenditures will need to be made during the five years after receipt of this report.

Bookmobiles (2)	$ 60,000
Desks for staff (30)	6,000
Chairs for staff (45)	33,000
Tables for staff (8)	1,200
Shelving: Headquarters Agency and Central Community Library (150 sections)	15,000
Shelving: Two other Community Libraries (50 sections)	5,000
Tables for Users: Central Community Library (30, seating two each)	3,500
Tables for Users: Two other Community Libraries (30, seating two each)	3,500
Chairs for Users (120)	1,200
Basic collection (70,000 volumes)	420,000
Typewriters (12)	4,800
Microfilm Reader/Printers (5)	3,500
Telefacsimile (2 units) and One Keypunch machine (about $3,000 if leased)	7,500
Circulation desks (3)	4,000
Storage closets (5)	1,000
Polisher	300
Poster maker	400
Small offset machine	1,000
Adding machines (2)	700
Projector	1,000
Splicer	250
Copying machines (3)	1,500
Tape recorders (2)	600
Processing basic collection	90,000
File cabinets (12; 3 with locks)	1,000
Miscellaneous	10,000
Total	$675,950

III. PHASING IN OF BUDGET

Efforts during the first (1970) and the second (1971) years should be concentrated on the following:

- Developing the bookmobile and the existing community library into effective service units.
- Preparing to put a second bookmobile in operation by 1971.
- Preparing to relocate the Headquarters Agency and begin operating the Central Community Library in the new location, by early in 1972.

Some major capital expenditures will be incurred during the second year; they include purchase of the second bookmobile, of furniture and equipment for the new Headquarters Agency and Central Community Library, and of books for both the library and the bookmobile.

We have not specifically estimated a detailed operating budget for the second year of operation. The speed at which staff can be recruited and service problems resolved will make a difference in the amount. Our best estimate is about $325,000 for operating expenses. We recognize that this amount of funding is not presently available, but this is the ideal in developing a program in a logical and gradual way. Operating expenditures in 1970 should emphasize building the Headquarters and bookmobile staff as quickly as possible, developing bibliographical tools, adding resources to the System; and effectively supporting existing service units -- the community library, the bookmobile, and the member libraries.

It would be desirable to have the second bookmobile and the Central Community Library operation before 1972. We believe it is possible to have at least the bookmobile operating in the latter half of 1970, but planning, recruiting of staff, and building of resources for it must begin now if this target is to be met.

In the third year, if not earlier, the Headquarters Agency should be relocated west of Military Trail and the Central Community Library should be operating in the new building. Our best estimate of a total budget for the third (1972) year is as follows:

Staff - (28)	$180,000
Materials	120,000
Equipment	65,000
Other Expenses	120,000
Total	$485,000

The third community library, to be located in the southern part of the County, should become operational in the fifth year. Capital expenditures in the fourth year should go toward equipping this library and purchasing any items in the capital budget that have not already been acquired. The fourth-year operating budget is estimated at $525,000. Operating costs for the fifth year, as already noted, should come to about $597,000, and there will probably be some residual capital costs in that year. In the sixth year, operating costs will probably amount to about $625,000. Since there will be no further capital expenses in that year, the total budget may well be lower than the combined capital and operating costs for the fifth year.

GLOSSARY

Palm Beach County Library System is the whole system which includes the Headquarters Agency, the member libraries, community libraries and bookmobiles.

Headquarters Agency is the central administrative unit which coordinates library service in Palm Beach County including member libraries, and administers community libraries and bookmobile service.

Member libraries are the libraries in the following communities: North Palm Beach, Lake Park, Riviera Beach, West Palm Beach, Delray Beach, Boca Raton, and Belle Glade. These libraries are members of the Palm Beach County Library System, retaining their autonomy and supported by local municipal taxes.

Community libraries are library agencies operated by the Headquarters Agency to provide library service in county taxed areas. Currently there is one community library in operation serving Jupiter - Tequesta - Jupiter-Inlet-Colony.

APPENDICES

APPENDIX A

COUNTY FREE PUBLIC LIBRARIES

FLORIDA STATUTES CH. 150

CHAPTER 150

COUNTY FREE PUBLIC LIBRARIES

(See sections 257.13-257.25 providing for operating grants for public libraries.)

150.01 Free public libraries authorized.
150.02 Notice of meeting of commissioners.
150.03 Library board; members; appointment; terms; vacancies.
150.04 Library board; organization; officers; powers; employees.
150.05 Budget; reports.
150.06 Contracts with municipalities.
150.07 Title to library to be in county.
150.071 Gifts and bequests.
150.08 Taxation, appropriation; warrants; payments.

150.01 Free public libraries authorized.—The board of county commissioners of the several counties of the state may establish, operate and maintain a free public library, or free library service for that county.

History.—§1, ch. 14756, 1931; CGL 1936 Supp. 2934(5).

150.02 Notice of meeting of commissioners.—The board of county commissioners in any county, before taking action to provide for the establishment, operation and maintenance of a free library or free library service in such county, shall cause notice of such contemplated action to be given by publication once each week for two successive weeks in some newspaper designated by such board, published in such county, giving the date of the meeting at which such action is proposed to be taken.

History.—§2, ch. 14756, 1931; CGL 1936 Supp. 2934(6).

150.03 Library board; members; appointment; terms; vacancies.—When in any county the board of county commissioners thereof shall have determined to establish, operate and maintain for such county a free public library, the board of county commissioners shall have the power to regulate the administration of the county free public library and to determine the means and methods by which such county free public library shall be administered. The board of county commissioners shall have the option to have said county free public library administered by a library board composed of five members who shall be citizens of the county appointed by the governor. Of the first board appointed, one member shall be appointed for a term of one year, two members shall be appointed for a term of two years and two members shall be appointed for a term of three years. Thereafter, their successors shall be appointed for terms of four years, except that an appointment to fill a vacancy shall be for the unexpired term only.

History.—§3, ch. 14756, 1931; CGL 1936 Supp. 2934(7); §1, ch. 29648, 1955; §1, ch. 67-293.

150.04 Library board; organization; officers; powers; employees.—The members of the library board shall meet and organize within thirty days after the appointment and annually thereafter, and shall elect one member president, another secretary and another treasurer, whose duties shall be those usually pertaining to said respective offices. The library board may establish rules and regulations for its own government and that of the library or library service not inconsistent with law, and may elect and employ a librarian and such assistants or employees as to said board may seem reasonable and proper, and fix their salaries, duties and compensation.

History.—§4, ch. 14756, 1931; CGL 1936 Supp. 2934(8).

150.05 Budget; reports.—On or before July 1 of each year, the library board shall file with the board of county commissioners a tentative budget for the ensuing fiscal year; and on or before November 1 of each year, the chairman of the library board shall file with the county board a report of the operation of the library during the last fiscal year, giving such statistics and other information as may be required by said county board.

History.—§5, ch. 14756, 1931; CGL 1936 Supp. 2934(9); §2, ch. 29648, 1955.

150.06 Contracts with municipalities.—

(1) In carrying out the provisions of this chapter, the board of county commissioners of any county may either acquire and provide for the maintenance and operation of a free library for the county, or may provide free library service to the citizens of the county by entering into a contract therefor with any municipality or with any nonprofit library corporation or association in said county owning a free public library, or with any other county or municipality in this state owning a free public library.

(2) Any municipality or any nonprofit library corporation or association owning a free public library in said county may enter into a contract with the county library board to receive the service of books and technical assistance from the county library upon such terms as may be agreed upon by the county library board and the governing body of the library contracting therewith.

History.—§6, ch. 14756, 1931; CGL 1936 Supp. 2934(10); §1, ch. 20918, 1941; §1, ch. 28034, 1953.
cf.—§125.43 Powers and duties of county commissioners.

150.07 Title to library to be in county.—When under the provisions of this chapter, the board of county commissioners of any county shall establish any free library for such county, the title and ownership of such library shall be in the county.

History.—§7, ch. 14756, 1931; CGL 1936 Supp. 2934(11).

150.071 Gifts and bequests.—The county library board is authorized to receive on behalf of the county any gift, bequest, or devise for the county free library. Said county library board shall turn over to the board of county commissioners any moneys received under the provisions of this section, to be deposited in the county free library fund.

History.—§2, ch. 28034, 1953.

150.08 Taxation, appropriation; warrants; payments.—

(1) When the board of county commissioners of any county shall have determined, under the provisions of this chapter, to establish, operate, and maintain a free library or free library service for such county, said commissioners shall levy an annual tax, in the same manner and at the same time as other county taxes are levied, not exceeding one mill upon all taxable property within such county not already taxed for library purposes, or shall appropriate from the general fund of the county a sum not to exceed the yield of a one mill tax, for the purpose of providing the funds required to pay the expenses of the operation and maintenance of such free library or free library service.

(2) All funds of the county free library, whether derived from taxation or otherwise, shall constitute a separate fund to be known as the county free library fund, and shall be expended only for library purposes. The expenses incurred by the county library board shall be paid by warrants drawn by the board of county commissioners, payable out of the county free library fund.

(3) The county library board shall not make expenditures or incur indebtedness in an year in excess of the amount available for library purposes.

History.—§8, ch. 14756, 1931; CGL 1936 Supp. 2934(12); §2, ch. 20918, 1941; §3, ch. 28034, 1953; (1), §3, ch. 29648, 1955.

APPENDIX B

RESOLUTION OF THE BOARD OF COUNTY

A RESOLUTION

OF THE BOARD OF COUNTY COMMISSIONERS,
PALM BEACH COUNTY, FLORIDA, FOR THE
ESTABLISHMENT, MAINTENANCE, AND OPERATION
OF A FREE LIBRARY SERVICE IN PALM BEACH COUNTY.

ADOPTED SEPTEMBER 29, 1967

WHEREAS, the Board of County Commissioners, Palm Beach County, Florida, caused to be published notice of a meeting to consider its contemplated action for the establishment, maintenance, and operation of a free library or a free library service in Palm Beach County; and

WHEREAS, said meeting was duly held on September 29, 1967; and

WHEREAS, the Palm Beach County Library Advisory Committee has submitted to said Board its recommendation that the Board take the necessary action to establish a Palm Beach County Library System effective October 1, 1967, with a federation of municipal libraries, including the libraries located in North Palm Beach, Lake Park, Riviera Beach, West Palm Beach, Village of Palm Springs, Delray Beach, Boca Raton, and Belle Glade, as its foundation; and

WHEREAS, in the opinion of the Board, it would be impossible to provide funds to operate such a Library System through the current assessment roll without unreasonably delaying the completion of the 1967 tax roll and the certification of its total tax levy; and

WHEREAS, the County Attorney has advised the Board that the pertinent statutes provide, in effect, for the establishment of a special taxing district to finance said Library System as of January 1 and that a tentative budget for the ensuing fiscal year is to be filed with the Board on or before July 1 of each year; and

WHEREAS, before the proposed Library System can actually begin to operate, considerable work is still required to be done, such as the preparation of contracts to be entered into between the County and said municipal libraries and the making of definite plans as to the manner in which the Library System is to operate; and

WHEREAS, most, if not all, of this preliminary work can be accomplished even though funds to operate the Library System are not available prior to October 1, 1968;

NOW, THEREFORE, BE IT RESOLVED BY THE BOARD OF COUNTY COMMISSIONERS OF PALM BEACH COUNTY, FLORIDA, in session assembled on this, the 29th day of September, 1967, as follows:

Section 1. Effective October 1, 1967, there shall be established in Palm Beach County a free Palm Beach County library service.

Section 2. Said library service shall be supported financially through an annual levy, to be made in the same manner and at the same time as other County taxes, not exceeding 1 mil upon all taxable property within Palm Beach County not already taxed for library purposes.

Section 3. No such levy shall be made with respect to the current assessment roll.

Section 4. The present members of the Palm Beach County Library Advisory Committee are hereby appointed to the Advisory Board of the Palm Beach County Library System for a term of one year; and said Advisory Board is requested to develop and recommend to the Board of County Commissioners detailed plans so that the Palm Beach County Library System may become an operating reality at the earliest possible date.

E. R. Kunkel
Chairman

C. Weaver

Ed Sawyer

Edward Rumbley

Lacey C. Turner

As and constituting the members of the Board of County Commissioners of Palm Beach County, Florida

ATTEST:

John B. Dunkle
Clerk

FILED THIS 19th DAY OF October, 1967
AND RECORDED IN RESOLUTION MINUTE BOOK NO. 1 AT PAGE 173-175, RECORD VERIFIED
JOHN B. DUNKLE, CLERK
BY Marjorie B. Jennings D.C.

APPENDIX C

SAMPLE CONTRACT

A G R E E M E N T

THIS AGREEMENT, entered into this ____day of _____ between the City of , Florida, a municipal corporation organized under the laws of Florida, whose post office address is hereinafter designated as City, and the County of Palm Beach, a political subdivision in the State of Florida, whose post office address is Palm Beach County Courthouse, West Palm Beach, Florida, hereinafter designated as County;

W I T N E S S E T H:

WHEREAS, the City has a public library located in Palm Beach County, Florida, and

WHEREAS, the County desires to provide free library service to the residents of the County described in Paragraph 1 hereof;

NOW, THEREFORE, in consideration of the premises and of the mutual covenants and conditions hereinafter set forth, the parties agree as follows:

1. For a period of one year commencing the City shall provide free library service and free use of its library facilities to

(a) all residents of the County residing outside the corporate limits of a municipality, and

(b) all residents of the County residing within the corporate limits of a municipality in the County which does not use ad valorem taxes for library purposes, and

(c) all residents of the County residing within the corporate limits of any municipality in the County which currently uses ad valorem taxes for library purposes but which elects to discontinue such municipal taxes and to have its residents taxed by the County for County library service, and

(d) All residents of the County residing within the corporate limits of any municipality in the County which does use ad valorem taxes for library purposes and which has entered into an agreement with the County in form and substance as set forth herein,

in the same manner and under the same rules and regulations applying to the residents of the City. During the period of this contract, the City shall keep its library open for a minimum of thirty hours per week. During said period, the City shall appropriate and spend from the City budget a minimum sum equal to One Dollar per person for all persons residing within the limits of the City or shall appropriate and spend a minimum sum equal to .25 mills tax on the taxable value of the property in the City as determined by the City Tax Roll, whichever sum is less.

2. The books and materials of the City shall remain the property of the City which shall have complete authority in operating its library subject only to the free use of its facilities as set forth herein.

3. The County shall pay to the City hereunder an amount equal to 15% of the actual money expended by the City for library purposes during the City's previous fiscal year. As used herein, the phrase "actual money expended by the City for library purposes" shall not include any moneys paid to the City by the County or any moneys received by the City as a federal or state grant. The phrase shall include all funds spent for library purposes, except expenditures for capital improvements. The term "capital improvements" shall include such items as office machines and typewriters but shall not include such items as books, periodicals, phonograph records, and art works. Repairs to capital equipment or buildings shall not be regarded as an expenditure for capital improvements unless the item would be capitalized for accounting purposes under proper and standard accounting procedures. Where the maintenance of the library building and grounds, insurance, utilities, Social Security, and such items are combined with other City expenses, a proper prorated amount of such expenses shall be allocated as money spent for library purposes. Any question as to whether an item should be regarded as within the meaning of the phrase "actual money expended by the City for library purposes" shall be decided by the County Comptroller, whose determination shall be binding upon both the County and the City.

4. The amount to be paid by the County to the City hereunder shall be paid in equal quarterly installments, the first installment to be paid on or about January 1, 1969, upon the basis of a financial report to be furnished by the City, containing the customary C.P.A. certificate, setting forth "the actual money expended by the City for library purposes" during the City's previous fiscal year as defined above.

5. All moneys paid by the County to the City hereunder shall be used by the City solely for the City's library.

6. At the request of the City, the County may purchase library materials for the City. Reimbursement by the City shall be made to the County upon presentation of documents confirming the actual cost. The library materials so purchased shall be the property of the City.

7. No provision of this Agreement shall prevent the acceptance of any other funds by the City or the County for the further development of library services within the County of Palm Beach, Florida.

(CORPORATE SEAL)

ATTEST:

_____
CITY CLERK

CITY OF _____

By _____
MAYOR

(CORPORATE SEAL)

ATTEST: _____, CLERK

By: _____
(Deputy) Clerk of the Circuit
Court of the County of Palm Beach

BOARD OF COUNTY COMMISSIONERS
OF PALM BEACH COUNTY, FLORIDA

By: _____
Chairman

APPENDIX D: QUESTIONNAIRE

PALM BEACH COUNTY LIBRARY SYSTEM

MEMBER LIBRARIES

1. Rank in (1), (2), (3), etc., order the services you would like to see provided by the System to member libraries:

	(1)	(2)	(3)	(4)	(5)
Workshops	____	____	____	____	____
Consulting on specific problems	____	____	____	____	____
Public relations, including book lists, posters, exhibits	____	____	____	____	____
Bibliographical tools					
Union list of periodicals	____	____	____	____	____
Union list of newspapers	____	____	____	____	____
Other (please specify)	____	____	____	____	____
Teletype to State Library for interlibrary loan	____	____	____	____	____
Subject specialists on staff	____	____	____	____	____
Directories of special activities such as speakers, courses, and the like	____	____	____	____	____
Centralized Processing	____	____	____	____	____

2. Please identify the three most important services for your library of those currently supplied by the System.

_____ Delivery service

_____ Consulting service

_____ Reciprocal borrowing privileges

_____ Development of union catalog

_____ Film service

_____ Telephone access to system

_____ Funding equal to 15% of operating budget

3. Identify services which you believe could be shared by the member libraries with the System as one of the participants.

_____ Interlibrary loan among the member libraries.

_____ Review center for examination of materials.

_____ Cooperative acquisition program with certain libraries responsible for specified subject areas.

_____ Reference center

_____ Special programs

4. What do you feel has been the greatest benefit to your library as a result of its membership in the Palm Beach County Library System?

5. Other comments:

Name _____

Title _____

Library _____

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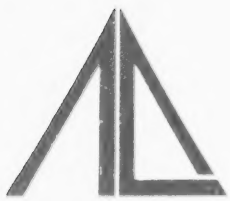
71373



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